

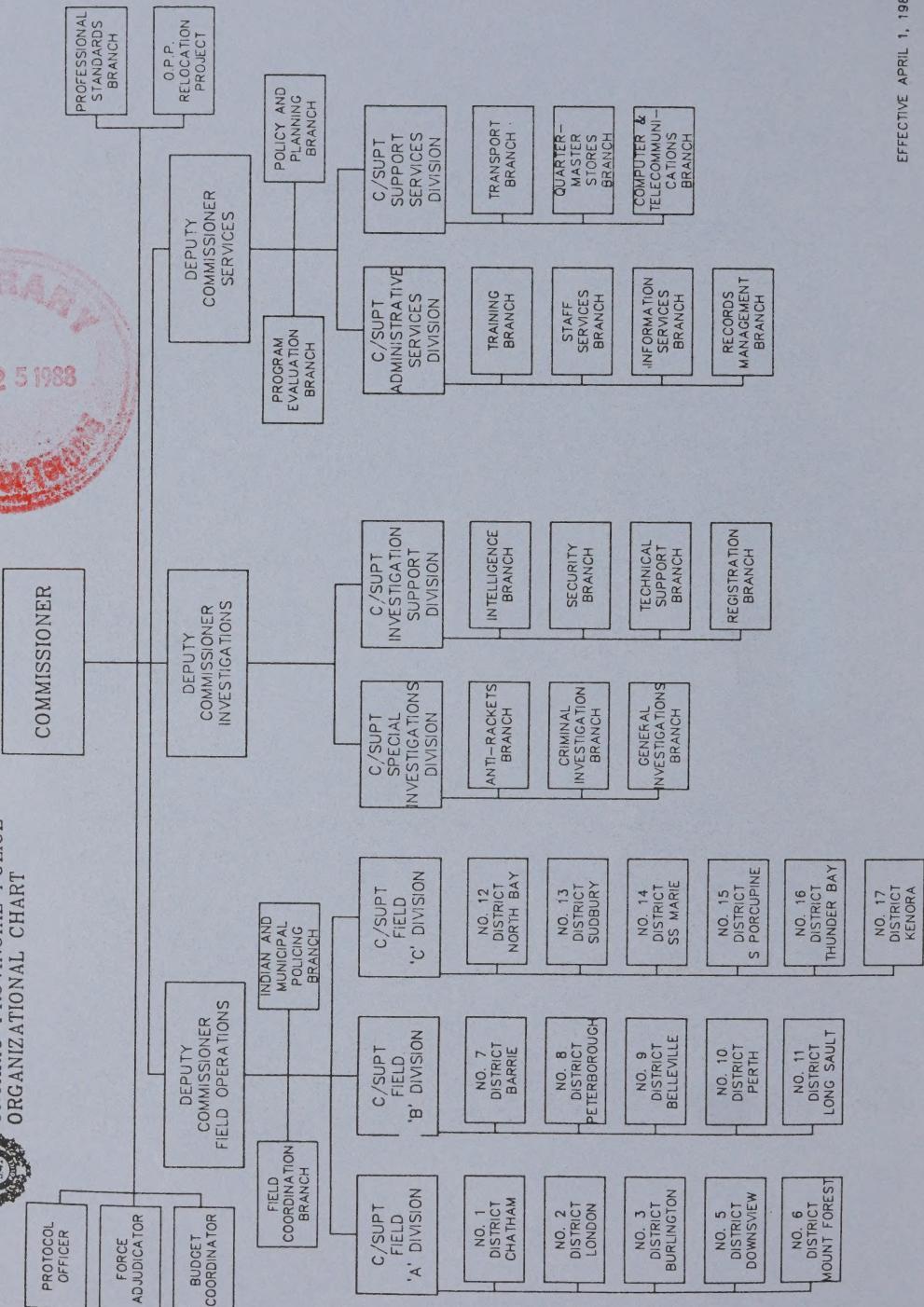
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A
**SHORT HISTORY
OF THE
ONTARIO PROVINCIAL POLICE**



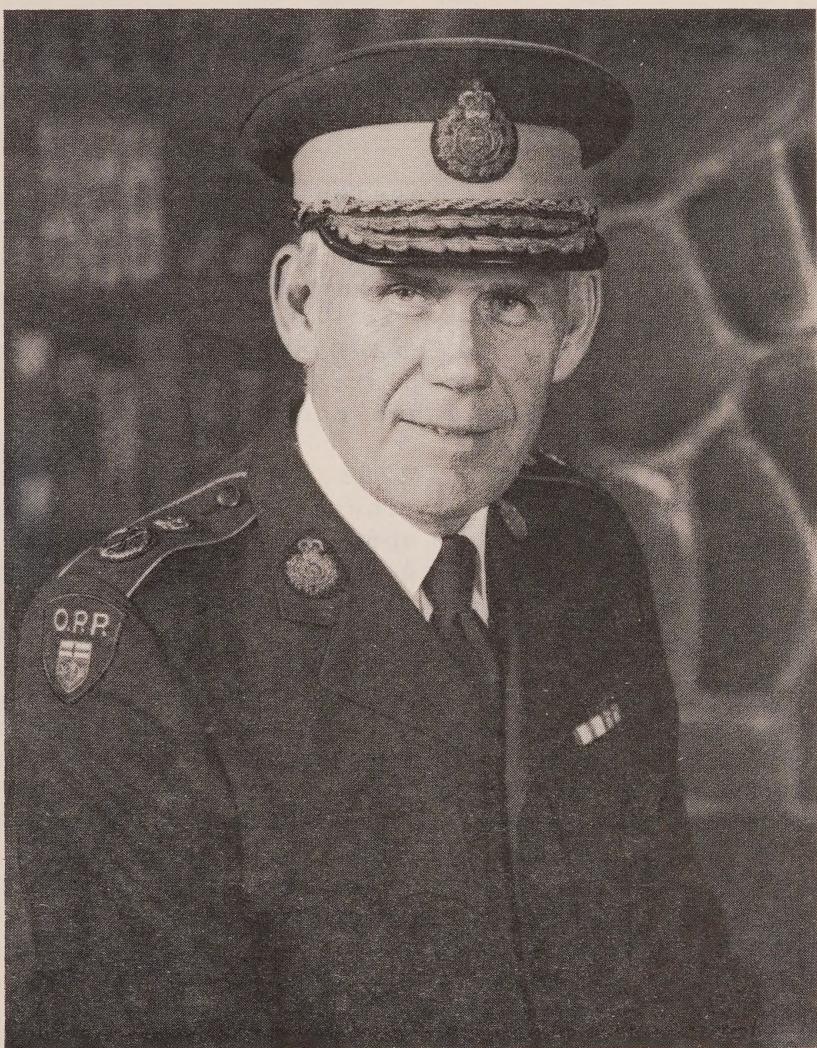
ONTARIO PROVINCIAL POLICE ORGANIZATION CHART



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Y R O T R I E



R. Archie Ferguson, Commissioner

H I S T O R Y

The evolution of the "Ontario Provincial Police" began with the First Parliament of Upper Canada, convened at Niagara-on-the-Lake on the 17th of September, 1792.

It was during this session that provision was first made to form a "police system" in Upper Canada. The province was divided into townships and counties with the counties additionally grouped into districts, as, for instance, the District of London and the District of Niagara. It was in these various Districts that the first parliament ordered gaols and courthouses built.

On the 31st of May, 1793, the second session of parliament met and further provision was made for the nomination and appointment yearly of a "sufficiently discreet and proper person to serve in the Office of High County Constable in each Provincial District", also, to "nominate and appoint sufficient number of persons to serve in the office of constable in every parish, township, reputed township or place". This perpetuated the English common law requirement that every free, fit and proper person be liable to service as a constable, that all persons might enjoy the badge of free citizenship. The yearly service of untrained, unpaid citizens was superseded by the employment of paid police following the institution of town and city police departments in the mid 1800's.

The year 1867 marks Confederation. To this point you have the salaried city and town police, and rural or provincial police, the latter unpaid

fees system. Ten years passed and a major reform took place. Through the "Constables Act" R.S.O. Chapter 82, 1877, the necessity of giving certain constables jurisdiction throughout the province became recognized.

With the opening up of the province and the resulting rapid growth in population and industry, it soon became evident that the task of law enforcement in the province could no longer be entrusted to a scattered group of men restricted in their authority by geographical boundaries.

In July, 1875, the first salaried "Provincial Constable" was appointed to act as "Detective for the Government of Ontario". He was John Wilson Murray, who later received his permanent appointment on March 16th, 1877, under the provisions of the Constables Act. Murray, who before this had acquired province-wide renown as Head of Detectives for the Canada Southern Railroad, was under the direct charge of the attorney general of the province, Sir Oliver Mowat. He was given the unprecedented authority to "pursue and apprehend criminals wherever they sought refuge". During his 31 years as a law enforcement officer for the Government of Ontario, he accomplished this with singular success. Many of his noteworthy cases have been recorded in his book "Memoirs of a Great Detective". A condensed version of this booklet called "Memories of a Great Canadian Detective" was recently published by Collins, Toronto, in hard cover and paper-back forms. The book was also used as the basis for a series of television dramas of the same name produced by the Canadian Broadcasting Corporation.

The new Constables Act empowered county judges to appoint, between sessions of the courts, additional constables who, though not permanently employed, would be authorized to carry out their duties in any part of the province. The Lieutenant-Governor of the province was also given authority to appoint constables for any judicial, temporary or territorial district of Ontario not attached to a county.

This method of policing the province - considered adequate for the era - continued into the first years of this century.

1903

In 1903, silver ore was discovered near Cobalt, followed by gold ore in the Porcupine area. With the inevitable rush of miners and prospectors to these "mining camps," and the subsequent lawlessness, the necessity for a more comprehensive system of law enforcement became desirable, and in consequence, on October 13th, 1909, an Order-In-Council decreed the establishment of a permanent force of salaried police constables to be designated "The Ontario Provincial Police Force". With a complement of 45 men, the Force came into being under Major Joseph Edwin Rogers as its first Superintendent, who in 1884, had been appointed Ontario's second salaried "Provincial Constable". The starting salary for constables was \$400.00 a year, increased to \$900.00 in 1912.

1910

During the first years, the new constables forged a high standard for a young force. In

this endeavour they were supported by the provincial government which, by several acts of Legislation, improved the status and image of the Force. One such Act, passed in 1914, made the commanding officer an ex-officio "Provincial Magistrate".

The Force was originally divided into two divisions, with headquarters at Niagara Falls in the south, and at Cobalt in the north. Two further divisions were then added in 1910, the central division administered from Sudbury, and a western division with headquarters at Kenora. An inspector was placed in command of each division, with General Headquarters located in the Parliament Buildings at Queen's Park, Toronto.

The inspectors and their constables were charged with the investigation of all serious crime. They also supervised the conduct of circuses and travelling shows which entered the province annually. They enforced the Game and Fisheries Act and performed a major role in implementing the province's much flouted liquor laws, laid down by the Ontario Temperance Act. Superintendent Rogers was given personal charge of cases falling within the provisions of the "Extradition Treaty" and the "Fugitive Offenders Act".

He was also a "Provincial Coroner". Such, then, was the constitution and jurisdiction of Ontario's Provincial Police Force during its initial ten years.

1921

In 1921, a complete re-organization of the Force was carried out, aimed at the further

strengthening of its image and effectiveness. Under authority of "An Act Respecting the Ontario Provincial Police Force", the title of the commanding officer was changed from "Superintendent" to "Commissioner", and on May 4th of the same year Major-General Henry M. Cawthra-Elliott, C.B., C.M.G., a member of the Militia Council of Canada, was appointed as the first Commissioner of Police for Ontario.

With this re-organization, the complement of the Force was considerably increased and Superintendent Rogers became head of the vital "Criminal Investigation Branch".

1922

A further reconstruction took place in 1922, when the Force, now 165-strong, came under the command of Major-General V.A.S. Williams, C.M.G., formerly the Commander of Military District No. 2 in Toronto, who succeeded the retired Major-General Cawthra-Elliott. The Force owes much of its present structure to innovations made by Commissioner Williams, who served as commanding officer for a period of seventeen years, until his retirement in September 1939. He was instrumental in bringing about legislation to divide the province into nine definite police districts, which were in turn subdivided into detachments areas; each district supervised by a District Inspector.

The disastrous fire of 1922, which swept through the District of Temiskaming, covering an area of 21 townships, taxed the resourcefulness of the Force when 24 men were immediately sent to the scene to establish police detachments in the area, and to assist with the distribution of large

quantities of supplies and equipment to the afflicted. No less than 16 towns, villages and settlements were destroyed; 45 persons died and 1,774 families were rendered homeless. This prompt and efficient action maintained order and prevented further suffering and hardship.

In July, 1922, Commissioner Williams was authorized to create the non-commissioned rank of "Sergeant" in the Force and such appointments became immediately effective at General Headquarters, followed in 1923 by the appointment of a sergeant within each district. This same year, the Quartermaster Stores Branch, as it is now known, was instituted at General Headquarters. Stetson hats worn with khaki summer uniforms were the issue of the day and remained in use until 1925.

August 13th, 1927, marked the first occasion that an officer was transported to the scene of a crime by aeroplane, when a member was flown over 200 miles into the northern hinterland to investigate a murder. Also, as a matter of note, in this same year, the "speed limit" on the highways was raised to 35 m.p.h.

In 1928, Commissioner Williams visited Britain to make a study of British law enforcement methods. This study, conducted under the auspices of the provincial Attorney General, was directed at finding new methods by which to increase the effectiveness of the Force. A major step towards this end was made in February, 1929, when the Ontario Provincial Police Training School was opened. All new appointees were sent for a period of training. The post of "Staff Inspector" was created. These officers conducted the training

courses at the new school. A Liquor Control Investigations Branch was added at General Headquarters, with the full responsibility of enforcing the Liquor Control Act, which had replaced the old Ontario Temperance Act, repealed in 1927.

In 1930 this expansion was further enhanced by the transfer of Motorcycle personnel from the Department of Public Highways. These men, together with the Force's own motorcycle officers in the north, were responsible for the enforcement of the Highway Traffic Act. Motorcycles were used until the year 1944, when these machines were completely eliminated and replaced by Patrol Cars. It is of interest to note that officers on general duties wore a high collared navy blue uniform, forerunner of the present-day attire, whilst the motorcycle officers' was khaki coloured, a uniform they continued to wear until their machines were phased out.

Thus the duties of the Force were further expanded to include the enforcement of Ontario's liquor and traffic laws; the number of districts within the province was increased to 12 for greater efficiency.

In the latter half of the 1930's, the Force's complement rose from 295 in 1935 to 365 in 1940, primarily as a defensive measure against possible attempts at domestic sabotage and other disturbances prior to, and during the Second World War.

By this time such internal improvements as the formulation of a co-ordinated training programme, the awarding of commendations for

outstanding service, and the use of written police orders and regulations were made in the Force; all aimed at promoting the efficiency and morale of its members.

1939

In 1939, the administration of the Force passed to W.H. Stringer, then Deputy Fire Marshall for Ontario, who, until four years previously, had held the rank of Chief Inspector on the Force in charge of the Criminal Investigations Branch.

The appointment of William H. Stringer was the first occasion that a man trained within the ranks was selected as Commissioner. His career began in 1910 and was characterized by many aggressive and successful investigations. His rapid advancement to chief administrator was an indication that the Force was to benefit under his command.

During his tenure as Commissioner, William Stringer was responsible for many advances and improvements, among them:

- in 1940, the creation of the rank of "Corporal", giving further reinforcement to structure and discipline of the membership during expansion;
- the first phase in the introduction of marked cars, which eventually replaced motorcycles as patrol vehicles;
- in 1941, the awarding of service bars for every five years of service, to be worn on members' uniforms.

- in 1942, the formation of the Anti-Gambling Branch
- in 1947, the most notable innovation during his term of office, the establishment of a radio communication system encompassing the 11 southern provincial police districts, extending from Windsor in the west to Ottawa and Cornwall in the east, and Parry Sound and Pembroke in the north, co-ordinated by a network of 41 fixed stations and approximately 300 mobile units, thus bringing into operation what was considered at that time to be the largest, most modern police communication system of its kind in the world;
- in 1950, the introduction of the 20 year medal for long service and good conduct, Commissioner Stringer being its first recipient.

He also brought about the change in uniform to the present day open neck-style; the issuing of .38-calibre revolvers instead of .32-calibre models; the equipping of all headquarters with submachine guns and gas guns; the use of launches for patrol on the lakes and in resort areas, which has now expanded to the present day Marine Section; also a housing and building programme whereby accommodation was provided, in certain instances, for personnel throughout the province.

The war years placed a heavy burden on the Force. Some 60 personnel obtained leave-of-absence to join the armed forces, thus depleting Force strength - already numerically small - to well under 400 of all ranks. However, the efficiency and adaptability of the Force was immediately demonstrated by coping with requirements necessitated by the war. Hundreds

of volunteers, mostly World War I veterans, were hired, sworn in as special constables and formed into the "Veterans Guards", a body of men under direct supervision of members of the provincial police and deployed throughout the province to protect vulnerable hydro-electric plants and the Welland Ship Canal.

There was also the police section of the A.R.P. (Air Raid Precautions Service), and the O.V.C. (Ontario Volunteer Constabulary), both made up of unpaid volunteers. Considerable assistance was given to the Canadian Active Service Forces, in such areas as escorting troops and equipment, and tracing deserters or absentees. Units of the United States Army were operating in the province, particularly in the Districts of Algoma and Cochrane. The Royal Norwegian Air Force was also in training at Gravenhurst, a camp which became known as "Little Norway". The co-operation between all forces concerned helped to build a bond of friendship with the people of Ontario. In recognition of this wartime alliance, the Force through Commissioner Stringer, was awarded the "Order of the British Empire" and the "Haakon VII Cross of Liberation".

Members serving with the Canadian Armed Forces brought additional honours to the Force, as was the case with District Inspector R.B. Creasy. Joining the Provost Corps in 1940, he rose to the rank of Deputy Provost Marshall of the Canadian Active Service Forces in England. Upon his return to the Force in 1945, he was seconded to "Civil Defence" and given the responsibility of the formation of "Auxiliary Police" for civil defence purposes. This operation subsequently led to the formation of today's O.P.P. Auxiliary comprising

of 500 civilian volunteers in 17 units across the province.

A new Police Act was passed in the Ontario Legislature in 1946. This Act, in keeping with the new trends in police administration, repealed all former legislation and statutes governing the constabulary. Under the Act, the duties and responsibilities of the policeman were, for the first time, clearly specified. The Act also brought with it provision for the full-time policing, by the Ontario Provincial Police under contract of any municipality in the province desiring such service. In addition, arrangements were made for the policing, of certain resort and vacationing areas. These arrangements still exist.

In 1953, the year of Commissioner Stringer's death, the strength of the Force was 1,296 uniformed personnel. The new commissioner was Edwin V. McNeill, and like his predecessor, was trained within the Force, having joined in 1927. McNeill had the unique distinction of serving through all the ranks then in existence; his appointment to commissioner coming just eleven years after he received his first promotion to the rank of corporal in 1942.

His complete knowledge and appreciation of the problems confronting policemen resulted in his support for the formation of the Ontario Provincial Police Association. This association, in co-operation with the office of the commissioner, continues to strive for the improvement of remunerative and working conditions of its members.

The adaptability of the Force was shown during the emergency created on October 15th, 1954, by hurricane "Hazel". This hurricane swept through the Toronto and Bradford areas destroying many properties in its path and killing at least 65 persons. Sixty provincial police officers were assigned to assist municipal police forces in the locality, and these men worked around the clock evacuating families and restoring order in the flood zone. Through the use of the radio-equipped police cruisers, it was possible to maintain communications between the various authorities and welfare organizations in the area.

On July 15th, 1957, during Commissioner McNeill's term of office, General Headquarters was moved from Queen's Park to a new location: 125 Lakeshore Boulevard East, Toronto. These new quarters were well appointed and made one of the finest and most complete police administration centres in Canada. Commissioner McNeill was responsible for the introduction of new equipment:

- in 1956, snow vehicles for use in the north.
- in 1957, special underwater breathing equipment for underwater search and recovery - the humble beginning of the present day S.C.U.B.A. teams; and
- also in 1957, a teletype service connecting General Headquarters and 15 of the District Headquarters.

It was during this year that a new district was created with headquarters at Sault Ste. Marie, bringing the total number of districts to 17.

Commissioner McNeill retired prematurely on August 1st, 1958, due to continuing ill health. His successor, Wilfred H. Clark, another Force trained officer, was a member of the first group attending the then new Ontario Provincial Police Training School, in 1929.

1958

During Commissioner Clark's five years as commanding officer, ten new police buildings were constructed and occupied in the province. In 1960 the teletype network was extended to include the remaining two districts in the northern part of the province, thus giving a complete service to all 17 district headquarters.

In the same year, the Anti-Rackets Branch was established within the Criminal Investigation Branch to combat province-wide frauds and other related offences.

Commissioner Clark relinquished his post officially in March, 1963, prior to his appointment to the Ontario Police Commission.

1963

The year 1963 marked the beginning of a new period in the evolution of the Ontario Provincial Police Force. It was during this year that Mr. Eric Hamilton Silk, Q.C., Assistant Deputy Attorney General for the Province of Ontario, assumed command of the Force. Taking charge in January, he was officially sworn to the office of Commissioner on March 1st. His appointment also carried with it the rank and status of Deputy Minister within the Ontario Public Service, thus

recognizing the importance of the office of Commissioner.

Early studies indicated a need for new concepts and complete reorganization of the administration and operation of this deployed force.

Redevelopment began with a new plan of organization designed to ensure the proper flow of administrative responsibility through an orderly sequence of command.

In support of the administrative changes, a new rank structure was established applying new values to various positions.

Ranks were designed to indicate the area of responsibility and general functions performed by the holder.

In-service and academic training for officers was emphasized. An aggressive program for modernization of facilities and an increase in the size of the force was implemented.

1973

In 1973, Harold H. Graham assumed the position of Commissioner. Commissioner Graham took the Force into the first years of the technological revolution. A comprehensive system of developing managerial skills and the promotional process were refined to incorporate exposure of newly promoted non-commissioned and commissioned officers to the latest developments in the field of management science.

Women joined the uniformed ranks of the O.P.P. in 1974 as constables.

The air operations of the O.P.P. was expanded in the following years as helicopters were added. In the northern parts of the province, air patrols were inaugurated and remote settlements received regular patrols for the first time.

In 1976, the Force moved its General Headquarters to 90 Harbour Street, its present location. The old headquarters building was retained and accommodates several administrative units including Quartermasters Stores and Transport Branches.

Laser technology was developed and used in the detection of criminals; computer systems also became an everyday tool.

1982

In 1982, James L. Erskine was appointed commissioner. A former investigator and long-time administrator in the O.P.P., Commissioner Erskine ordered a major restructuring of the O.P.P.

The Force was divided into three separate areas, Field, Investigations and Administration, each managed by a deputy commissioner.

1983

R. Archie Ferguson joined the O.P.P. in January, 1951 and was posted to Ignace and later served at Sioux Lookout and Simcoe. In 1964 he was assigned to the Criminal Investigation Bureau.

He later became Chief Superintendent and then Assistant Commissioner in charge of Special Services Division, now known as Investigations. In February 1982, he was appointed Deputy Commissioner in charge of Field. On October 1, 1983, he became Commissioner.

1984

The O.P.P. has emerged as the fourth largest deployed Force in the North American continent with an authorized strength of more than 5,400 uniformed and civilian personnel.

The Police Act provides that the O.P.P. shall enforce federal and provincial laws in those areas that are not required to maintain their own police department and provide additional manpower upon request in maintaining law and order or investigating any offence in a municipality as approved by the Ontario Police Commission. These services are provided by the three major structural areas of responsibility, Field, Investigations and Administration.

Field includes every detachment and district headquarters in the province. Under the Operations Division, a Field Co-ordination Branch places manpower and is part of the link between the General Headquarters Toronto and District Headquarters, located at Chatham, London, Burlington, Downsview, Mount Forest, Barrie, Peterborough, Belleville, Perth, Long Sault, North Bay, Sudbury, Sault Ste. Marie, South Porcupine, Thunder Bay and Kenora. Each district is under the command of a superintendent assisted by one or more inspectors. Other headquarters personnel with district-wide responsibilities include the

identification sergeant, traffic sergeant, and the community services co-ordinator. Approximately 190 detachments located strategically throughout the districts are responsible for providing police services to 1 city, 620 towns, villages and townships as well as 140 unassigned areas within the Province.

District and detachment areas are primarily organized on a county and township basis, following judicial boundaries.

Field Support Division supplies those programs necessary for support of field operations: Traffic programs, Community Services, Indian and Municipal policing and co-ordination of special field units such as Canine patrols, Tactics and Rescue units and the O.P.P. auxiliary.

Investigations are split into two distinct groups: Investigation Division and Investigation Support Division. The Investigation Division comprises Anti-Rackets Branch which investigates serious or complex fraud, the Criminal Investigation Branch which oversees all homicide and major criminal investigations, and Special Investigations Branch which inquires into drug, and auto theft rings.

The Investigation Support Division is staffed by experts who provide specialized assistance to criminal investigators. Intelligence Branch compiles information on the background and activities of criminals. The Security Branch provides security for VIPs and government installations. Technical Support Branch personnel arrange electronic surveillance for the authorized

interception of communications, video surveillance of crimes and criminals and other technical services. Registration Branch licences private investigators and security guards and deals with approval of firearms permits and the keeping records of firearms users.

The third part of the Force entails Administration. A Personnel Management Division encompasses the Provincial Police Academy, Career Management Branch and Staff Relations Branch.

The Supply Division has branches which administer the Force's fleet of vehicles, boats and snowmobiles, the Transport Branch; equipment and supplies, Quartermaster Stores; buildings and building maintenance, Properties Branch; and records keeping, printing and identification operations, Records Management Branch.

The third element of the Administration area is the Planning and Technology Division. One branch is responsible for research and planning. The Computer Systems Branch develops and controls the Force's computer systems and will ultimately administer a province-wide computer network. The Communications Branch administers a province wide FM radio network.

Three groups are directly responsible to the Commissioner for their functions. The Office of Professional Standards includes a complaints bureau and a commendations and awards program. a Program Audit and Evaluation Branch monitors the activities of the O.P.P. and a Budget Co-ordinator

assists the Commissioner with financial administration matters.

The O.P.P.'s Anniversary occurred in 1984. The motto for the year "Proud of Our Past, Preparing for Our Future", aptly describes Commissioner Ferguson's philosophy and his commitment to proactive policing can only enhance the relationship with the public they serve.

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